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Emergency Assistance to IDPs in Baghlan & Takhar

Report for the OFDA/USAID

ACTED Project 02K7

Report submitted in January 2003

Table of contents

WHAT IS THIS REPORT ABOUT?	3
HOW ARE WE PROGRESSING?	4
WHAT WERE THE ORIGINAL GOAL AND OBJECTIVES OF THE PROJECT?	6
GOAL: PROVISION OF EMERGENCY ASSISTANCE TO IDPS IN BAGHLAN & TAKHAR PROVINCES OBJECTIVE # 1: OBJECTIVE # 2: OBJECTIVE #3:	6 6
WHAT IS THE PROFILE OF THE TARGETED POPULATION?	7
OBJECTIVE # 1: MANAGING ASSISTANCE AND PROVIDING RELIEF TO VULNERABLE IDPS OR RETURNESS BAGHLAN AND TAKHAR PROVINCES	7 E 7
WHAT IS THE GEOGRAPHIC LOCATION OF PROGRAM ACTIVITIES?	8
HOW WELL DID WE ACCOMPLISH OBJECTIVE 1?	10
A. ACCOMPLISHMENTS	10 11 11
HOW WELL DID WE ACCOMPLISH OBJECTIVE 2?	12
A. ACCOMPLISHMENTS	15
HOW WELL DID WE ACCOMPLISH OBJECTIVE 3?	16
A. ACCOMPLISHMENTS	18
WHAT RESOURCES HAVE BEEN COMMITTED?	20
A. SUMMARY OF RESOURCES COMMITTEDB. LINKING RESOURCES TO PROGRAM OBJECTIVES	20
WHAT IS THE CURRENT FINANCIAL STATUS?	21
A. FINANCIAL TABLE B. PROBLEMS, DELAYS, OBSTACLES C. REMEDIES AND SOLUTIONS	21 21 21
HOW DOES THE PROGRAM FIT INTO GOVERNMENTAL PRIORITIES?	22
IS THE PROGRAM'S IMPACT BEING MAXIMIZED THROUGH STRATEGIC COORDINATION WITH OTHER ACTORS?	
HOW DOES THE PROGRAM FIT INTO LONG-TERM DEVELOPMENT PRIORITIES?	23
HOW DOES THE PROGRAM HELP TO PREVENT NATURAL AND MAN-MADE DISASTERS?	2. 23

Executive Summary

What is this report about?

Program title:	Emergency assistance to IDPs in Baghlan and Takhar			
Cooperative agreement/ grant no.:	HAD-G-00-01-00161-00			
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How are we progressing?

Objective #1:	Managing assistance and providing relief to vulnerable IDPs and returnees in Baghlan and Takhar through:	% Completed
Indicator & current measure:	 a) Management of camp of up to 1500 families in Baghlan Number of families relocated to the camp - 1,349 families out of 1,500 	90%
	 b) Provision of heating materials to 10,000 returning IDP families in Takhar Number of families to whom heating materials provided- 9,140 families out of 10,000 	91%
	 c) Rehabilitation of key infrastructure in areas of return of IDPs- Yangi Qala- Chah ab road Number of kilometres of road rehabilitated - 30.3 kms road rehabilitated out of out of 30.3 kms Number of culverts constructed - 14 out of 12 culverts Number of archbridges reconstructed - 1 out of 1 archbridges Number of overflows reconstructed - 2 out of 2 	100% 116% 100%
Budget for objective 1:	overflows 700,000 US\$	100%
Expended this period: Cumulative expenditures to date: Balance:	See financial report	

Objective #2:	Provision of logistical support and humanitarian assistance to vulnerable IDPs in Baghlan in the process of return to their places of origin	% Completed
Indicator & current measure:	a) Provision of logistical and financial support to IOM in the return process of registered IDPs from Baghlan intending to leave • 4,777 families out of 5,718 were relocated to their places of origin	83%
	 b) Provision of relief items to all IDPs identified in Baghlan 6,277 families out of 6,397 received food item distribution 	98%
	c)Short term extension of Dashti Khoja Alwan (DKA) camp for the duration of the return process	100%

Objective #2:	Provision of logistical support and humanitarian assistance to vulnerable IDPs in Baghlan in the process of return to their places of origin	% Completed
Budget for objective 2:	95,000 US\$	
Expended this period: Cumulative expenditures to date: Balance:	See financial report	

Objective #3:	Institutional capacity building for local authorities and provision of humanitarian assistance to vulnerable IDPs compelled to remain in Baghlan:	% Completed
Indicator & current measure:	a) Survey of remaining IDPs and assessment of places of origin of IDPs compelled to remain in Pul- I- Khumri, Baghlan	100%
	b) Provision of technical assistance to the local authorities in their assumption of responsibilities over IDP issues including the provision of relief items	100%
Budget for objective 3:	25,665 US\$	
Expended this period: Cumulative expenditures to date: Balance:	See financial report	

Program Overview

What were the original goal and objectives of the project?

Goal: Provision of emergency assistance to IDPs in Baghlan & Takhar Provinces

Objective # 1:

Managing assistance and providing relief to vulnerable IDPs or returnees in Baghlan and Takhar provinces through:

- a) Management of a camp of 1,500 IDP families in Baghlan
- b) Provision of heating materials to 10,000 returning IDP families in Takhar
- c) Rehabilitation of key infrastructure in areas of return of IDPs

Objective #2:

Provision of logistical support and humanitarian assistance to vulnerable IDPs in Baghlan in their process of return to their places of origin:

- a) Provision of logistical and financial support to IOM in the return process of registered IDPs of Baghlan to their places of origin
- b) Provision of relief items to all registered IDPs prior to their departure in conjunction with a project supported by WFP
- c) Extension of management of DKA camp for the duration of the return process

Objective #3:

Institutional capacity building for local authorities and provision of humanitarian assistance to vulnerable IDPs compelled to remain in Baghlan:

- a) Survey of residual IDP families in Baghlan and assessment of places of origin of IDPs compelled to remain in Pul-I- Kumri, Baghlan
- b) Provision of technical assistance to the local authorities in their assumption of responsibilities over IDP issues including the provision of relief items

What is the profile of the targeted population?

Objective # 1: Managing assistance and providing relief to vulnerable IDPs or returnees in Baghlan and Takhar provinces

a) Management of a camp of 1,500 IDP families in Baghlan

The beneficiaries are IDP populations who settled in Baghlan after returning from various locations in the Northeast, Northwest and Central Afghanistan. The number of these IDP families was first estimated at 6,200 in November 2001. Successive surveys showed a fluctuation in the number of IDP families in Baghlan as the situation on the ground rapidly evolved.

From the original survey conducted in November 2001, 1,349 families were to be relocated to DKA camp. These consisted of vulnerable IDPs who had requested to be relocated in October 2001. This number increased to 1,431 IDP families as families surrounding the camp were included in the assistance provided under this program.

b) Provision of heating materials to 10,000 returning IDP families in Takhar

The beneficiaries are conflict-related IDPs who returned to their place of origin in Khoja Ghar district of Takhar Province following the collapse of the Taliban. Of the 20,000 families that were to return, 10,000 families were supported under this grant. Each family received 200 kgs of coal for the winter.

c) Rehabilitation of key infrastructure in areas of return of IDPs

With regards to the infrastructure rehabilitation component of this project, beneficiaries are local communities in the districts of Yangi Qala (population: 20,000) and Chah Ab (population: 75,000). This activity, in conjunction with funds under another OFDA grant, rehabilitated a section of the key transport corridor that links 3 districts of northern Takhar, with each other, as well as Badakhshan and the Tajik frontier. The works provided employment for approximately 8,000 of the most vulnerable returnees, IDPs and members of the local population. It is benefiting the whole region through the increased flow in transport and goods, to and through the region.

Objective # 2: Provision of logistical support and humanitarian assistance to vulnerable IDPs in Baghlan in their process of return to their places of origin

The number of IDP families in Baghlan province was estimated at 6,397 families by a joint survey conducted in May-June 2002 by ACTED, IOM, UNHCR and MoRR. These IDPs had settled in 24 locations in Pul-I-Khumri district and New Baghlan. It was estimated that 67% of these families were displaced as a result of drought and 33% from conflict, though for many families, both factors would have played a role. This survey identified and registered 5,718 IDP families of the 6,397 total, as wanting to return to their places of origin. It was these families to whom the assistance under this objective was intended.

Objective # 3: Institutional capacity building for local authorities and provision of humanitarian assistance to vulnerable IDPs compelled to remain in Baghlan

From October to November 2002, an exhaustive survey was conducted to assess and identify the residual IDP community remaining following the return process. The survey registered 1,355 IDP vulnerable families as requiring assistance for the coming winter.

In addition to the IDP community, the intended beneficiaries of this activity were the local authorities, specifically the offices of the MoRR. This assistance was to provide the Ministry with the institutional and technical capacities to better address the concerns of IDPs.

Table 1: Profile of targeted population per objective & activity

Activities envisaged	Program beneficiaries		
Objective 1	Direct	Indirect	
a) Management of a camp of 1,500 IDP families in Baghlan	1,431 IDP families (6,500 persons approximately)	NA	
b) Provision of heating materials to 10,000 returning IDP families in Takhar	10,000 IDP families	NA	
c) Rehabilitation of key infrastructure in areas of return of IDPs	8,000 families	Community- wide	
Objective 2			
a) Provision of logistical and financial support to IOM in the return process of registered IDPs of Baghlan to their places of origin	5,718 IDP families	NA	
b) Provision of relief items to all registered IDPs prior to their departure in conjunction with a project supported by WFP	6,397 IDP families	NA	
c) Extension of management of DKA camp for the duration of the return process	1,431 IDP families	NA	
Objective 3			
a) Survey of residual IDP families in Baghlan and assessment of places of origin of IDPs compelled to remain in Pul-I- Kumri, Baghlan	Local authorities	1,355-1,500 IDP families	
b) Provision of technical assistance to the local authorities in their assumption of responsibilities over IDP issues including the provision of relief items	Local authorities	1,355-1,500 IDP families	

What is the geographic location of program activities?

The following is the geo-referencing data:

Organization: ACTED
Date: 01/11/2002
Country: Afghanistan

First Administrative Unit:
Second Administrative Unit:
Baghlan Province, Pul-I-Khumri & Baghlan districts
Takhar Province, Chah Ab & Khoja Ghar districts

Table 2: Geo-referencing data per project activity

Organization	Province	District	Manteqa	Latitude/longitude	Sector/activity	Start	End target
ACTED	Baghlan	Pul-I- Khumri	Pul-I-Khumri City	35°90N/68°50E	Relief- distribution	1/8/2001	Finalised
ACTED	Baghlan	Baghlan City	Baghlan City	36°10N/68°30E	Relief- distribution	2/8/2001	Finalised
ACTED	Baghlan	Pul-I- Khumri	Dashti Khoja Alwan	36°30N/68°50E	Camp management	3/8/2001	Finalised
ACTED	Baghlan	Baghlan City	Baghlan City	36°10N/68°30E	Return process	27/7/2002	Finalised
ACTED	Takhar	Khoja Ghar	Hazar Bagh	37°05N/69°20E	Relief- distribution	28/2/2002	Finalised
ACTED	Takhar	Chah Ab & Yangi Qala	Various	37°30N/69°75E	Infrastructure- access improvement	28/2/2002	Finalised

Program Performance

How well did we accomplish Objective 1?

A. Accomplishments

a) Management of a camp of 1,500 IDP families in Baghlan

Provision of support services

A number of structures and services were established to facilitate relief activities as well as to ensure community participation. These included a detailed community mobilization and representation structure, and basic public services in health, sanitation and waste management.

Relocation of 1,500 families to the DKA camp for the winter

Of the 1,500 families that ACTED planned to relocate under the revised grant, 1,349 were moved to the camp, or 90% of the planned total. This smaller number reflected the reduced willingness of some families to be relocated as a result of the operational constraints sustained during the crisis following September 11th. Assistance targeted an additional 82 families who were residing close to the camp in the early spring of 2002.

Provision of adequate shelter

For the first 435 families relocated to the camp, ACTED provided building materials for the construction of hard shelters. The remaining families were accommodated under OFDA winterized tents of Pakistani origin under a different grant.

Provision of adequate water and sanitation facilities for the camp population

UNICEF and SCA dug 50 wells with a water table between 20-30 meters thus providing sufficient water for the population (on average 70 to 100 litres of potable water per family per day, with an average distance to fetch water of 100 meters). With ECHO funding, ACTED built 195 latrines and 198 bathrooms throughout the camp. These facilities covered the sanitation needs for the entire camp population, including those of female- headed households.

b) Provision of heating materials to 10,000 returning IDP families in Takhar

Each beneficiary received 200 kgs of coal. Due to the higher than expected price of coal, only 1,888,852 kg of coal was procured- enough to distribute to 9,140 families in Hazar Bagh manteqa, Khoja Ghar district (rather than 10,000 as originally planned).

c) Rehabilitation of key infrastructure in areas of return of IDPs

30.3 kms of Chah ab- Yangi Qala road have been levelled and gravelled; and 14 culverts, 2 overflows and 1 arch bridge constructed. The improvement to this road is of significant benefit to the local

communities. Due to the bridge construction at Bai Aba village, vehicles are no longer forced to drive along the riverbed and so the route is no longer prone to seasonal floods.

Anecdotal evidence suggests that travel time has been reduced by up to 1 hour for trucks and even more for cars. Following the rehabilitation of the road, local authorities attest to a significant increase in flow of traffic and trade, to and through the region. Besides reduced travel time, cheaper transport fares and prices for transported goods are undoubtedly playing an instrumental role in the region's economic recovery.



Young girls collecting water from a well, Dashti Khoja Ghar camp (Summer 2002)

B. Success stories

It is undeniable that families that lived in difficult conditions in makeshift camps in and around Pul-I-Khumri have benefited from the assistance provided under this grant. Hashem Khan, the head of a displaced family from Nahrin district in Baghlan, was among the first to be relocated and build a hard shelter in the camp. In April, he remarked on the changes the project was having for his family:

"Although the conditions are not perfect here, this camp has given me and my family the chance to live in decent conditions, to have a roof, enough to eat, enough clean water to drink, cook and wash, as well as heating materials and a stove for the winter. But we are happiest because we are not forced to live under the sky in the middle of the town, and have more dignity here. We hope we can go back to our home now in the summer now that the war is over, but we will need to rebuild our house and plant crops because it was destroyed by the Taliban in the fighting."

C. Unforeseen circumstances and lessons learned

Original assumptions	Unforeseen circumstances	Remedies found	Adjustments made	Lessons learned
Other actors fulfill their commitments	Delays in provision of drinking water and sanitation outlets	ACTED built 195 temporary latrines, and 198 temporary washrooms	A 3 week delay in the construction project and ongoing assistance to IDP population	More extensive contingency planning from outset to compensate for own and other actors' organizational shortcomings
International aid agencies are not evacuated	Evacuation of expat staff on 12 th Sept 2001	DKA national team carried on working	Relocation of 869 families to DKA in 2 months	With sound recruitment and capacity building of local staff, expatriate presence is not indispensable to continuation of projects
Shelter construction completed by 15 th November	Above delays and an early severe winter prevented completion of shelters	Supply tents under a different grant	OFDA winterized tents were used for families without hard shelters	More resource allocation for better winter planning
Satisfactory quantities of labour to work on the Yangi Qala- Chah ab road rehabilitation	Due to heightened agricultural activity, and drop in value of wheat, labour shortages from June to August	A raise in the daily wheat ration was required to boost incentive to work	After refusal by WFP to release more wheat, ACTED's own stock used to supplement daily 5kg ration by 2kg (end of June)	To avoid delays from fluctuations in labour market, greater flexibility should be part of project conception

How well did we accomplish Objective 2?

A. Accomplishments

a) Provision of logistical and financial support to IOM in the process of return

Despite IOM's initial enthusiasm for a direct financial contribution to assist the return process, this approach was later considered unacceptable from an NGO in the field. It was decided instead that ACTED would provide the logistical support essential to the efficient movement of IDPs from various locations in and around Pul-I-Khumri, and Baghlan Province.

Identification of IDP families for the return process

Of the 6,397 IDP families identified in the initial survey conducted by IOM, ACTED and MoRR in May to June 2002, 5,718 families had expressed a desire to return to their place of origin. (See Annex 1 for data concerning IDP camps in Pul-I-Khumri and New Baghlan). Further surveys from June to October however revealed a revised figure of 4,777 families. These surveys were facilitated through a local media campaign and the active participation of the MoRR.

The figures identifying the number of IDPs willing to return fluctuated throughout the return process for a number of reasons. This was a result of general absenteeism, significant delays in return process, and the lack of genuine intent by a considerable number of IDP families to return. Those families willing to be returned to their place of origin where in their totality returned.

Convoys undertaken by ACTED in coordination with UNHCR and IOM

The 26 movements of IDPs required 65 convoys in vehicles provided by IOM. Each convoy ranged from a hundred to a few thousand people. The convoys would return IDPs to 13 provinces throughout Afghanistan: Badakhshan, Baghlan, Balkh, Faryab, Jawzjan, Kabul, Kunduz, Kapisa, Parwan, Samangan, Saripu and Takhar (see Annex 3 for a detailed breakdown of the 26 movements undertaken).

On arrival, ACTED distributed IOM, WFP and UNHCR packages deemed as essential for the sustainability of the return process (See Annex 3 for a detailed breakdown of return packages distributed). To ensure the sustainability of return, advance assessments were made by UNHCR and other NGOs in the field. These studies were primarily concerned with overall security conditions, but also evaluated the availability of food and water.

b) Provision of relief items to all registered IDPs prior to their departure in conjunction with a project supported by WFP

In view of the delays in the return process and the increasing malnourishment levels within the IDP community, a large distribution of food items was required. This need was deemed more acute upon hearing reports in July that WFP would not be able to include wheat in the return package. (In the first movements IDPs would in fact return without the wheat component of the return package. These communities would be later provided with the wheat required.)

There were two distributions. The first was linked to the requirements of IDPs as they awaited the start of the return process. In view of the degree of vulnerability observed, this targeted the overall IDP community regardless of their intent to return or not. The second distribution was that of the return packages provided by WFP, IOM and UNHCR. Consisting of various food and non food items, they were intended to act as an incentive to return.

Food item distributions for IDPs awaiting the return process

Between July and August 6,277 families received 50kg of wheat, 8.3 kgs of CSB and 3 cans of oil per family. The wheat and CSB were (eventually) provided by WFP; and the cooking oil by ICRC. This was sufficient to maintain nutritional health for one month and provided complementary support to existing survival mechanisms.

Table 3: Provision of food items to IDPs in Baghlan

Displaced	No. of families	Food items distributed			Dates	of
community		Wheat 50kg	Oil 13.5kg	CSB 8.33kg	distribution	
Returning IDPs	5,712	285.5 MT	77.112 MT	47.6 MT	15/07/02-	
including DKA					1/09/02	
Residual IDPs	515	24.95 MT	41.56 MT	6.745 MT	29/10/02-	
					2/11/02	
Total	6,227	310.45 MT	101.268 MT	54.345 MT		

Due to the logistical complexity associated with this distribution, the WFP funding contribution was supplemented by that of the OFDA grant. For example, costs were incurred through the training that was required for the usage of CSB for which 4 teams of female staff were employed to train over 700 families. Transportation costs were also incurred under the OFDA grant in view of the complexity of the operational area.



Waiting for a distribution in Dashti Khoja Alwar (DKA) camp

Return package distributions supplemented by WFP wheat

At first, non food items were provided by IOM and consisted of a kitchen kit, blanket and jerry cans. 2,007 families were recipients of a distribution made between 19th July and 27th August. Upon exhaustion of the IOM supplies and a petition from ACTED, UNHCR agreed to provide a package consisting of two plastic sheets and 5 bars of soap per family. These items were distributed from the 28th August to the 21st October to a total of 2,770 families. WFP was (eventually) able to provide wheat and so these 4,777 families all received a supplementary 100 kg wheat quantity.

Table 4: Provision of return packages to IDPs in Baghlan

Return package	Beneficiaries (families)	Content of packages
IOM	2,007	kitchen kits, 2 blankets, 2 jerry cans, 1 plastic sheet
UNHCR	2,770	2 plastic sheets and 5 bars of soap
WFP	4,777	100 kg of wheat
	4,777	

c) Extension of management of DKA camp for the duration of the return process

Initially, it had been envisaged that management of the camp would be extended for just 3 weeks. However, delays in the return process required further extension of support mechanisms beyond this time period.

Quantifiable return & residual case load of IDP families in Dashti Khoja Alwan camp

Of the 1,465 families in and outside DKA camp, approximately 150 families had indicated in a survey conducted in July that they did not intend to return to their place of origin due to protection and other

issues such as drought. The remaining 1,390 families were returned under the ACTED/IOM convoys from late July until mid October at which point the return process was stopped. This left a residual caseload of 151 families in the camp, to which a further 12 families were transferred due to their extreme vulnerability.

Provision of humanitarian assistance to IDPs in Dashti Khoja Alwan camp

Throughout the extension period successive distributions were made to provide for the residual case load. Five distributions took place starting in June and these continued through until October. A distribution of vitamine A by MSF with ACTED assistance also took place in August due to the high rates of vitamin A deficiency observed.

Transfer of management to local authorities

The running of the camp – primarily its operational and asset management- was to be handed over to the MoRR. Several consultations took place between ACTED and the ministry to this end. Whilst the latter guaranteed their ability to assume overall responsibility of the camp in early July, this proved not to be the case. ACTED therefore retained administrative responsibility for the camp until such time that a resolution could be reached in consultation with UNHCR and the Ministry.

B. Success stories

As a representative of the Sairpul community of Shiram, Mullah Gul Mohammad resided in the camp with his wife and daughters. At the end of August, during a general consultation meeting in DKA offices, he presented a plea for this community's return to their place of origin:

"Here in Samangan we are concerned with the coming winter. Several hundred families have left for their homes but we remain here. We remain thankful for the assistance provided by ACTED yet enquire about the possibility of our return. Although there are worries concerning the conditions there in view of the drought, it remains important to return." Henyatual returned with his family in late September. In coordination with WFP and UNHCR he was placed on a list of beneficiaries who were to receive a free wheat distribution in the winter.



A young girl in DKA preparing family's coal for the winter months

C. Unforeseen circumstances and lessons learned

Original assumptions	Unforeseen circumstances	Remedies found	\djustments nade	Lessons learned
Food items, supplied by WFP, distributed in June	WFP pipeline problem	ACTED provide its own wheat	ACTED distributed approximately 75MT to meet urgent food needs prior to start of return process	Plan for frequent pipeline difficulties by having back-up supply options for emergency distributions
IOM to distribute packages to IDPs situated outside Baghlan	IOM had a limited stock entailing further delays in return process	Petitioning of UNHCR to provide return packages for remaining families	Agreement reached with UNHCR	Importance of maintaining appropriate interaction and dialogue with all parties to facilitate effective cooperation
MoRR would assume overall responsibility of IDP issues	Delays in the return process and incapacity of MoRR	ACTED retained its overall management of camp	Extension until November 2002	More extensive and on- going organizational analysis of project partners
Return process would be as planned	Delays in the return process by IOM	DKA prioritized by Return Task Force, Mazar, and returns started in July	ACTED coordinated logistical activities	Flexibility to re- evaluate plans in light of complex & dynamic operating environment

How well did we accomplish Objective 3?

A. Accomplishments

a) Survey of residual IDP families in Baghlan and assessment of places of origin of IDPs compelled to remain in Pul-I- Khumri, Baghlan

The aim of this activity was to survey the remaining IDPs in Baghlan, their number and needs; and undertake a field assessment of places of return. In view of the fragility of the post- conflict period, delays in the return process and the continuation of the drought in a number of locations throughout Afghanistan, it had been expected that a sizeable residual caseload would persist.

Survey of residual community in Baghlan

Though initially scheduled for early September, the survey did not start until mid October. In conjunction with representatives from UNHCR and MoRR, the survey was undertaken by ACTED and identified 1,354 vulnerable families remaining in the 24 various camp locations in PIK and New Baghlan. These findings have formed the basis of ACTED's winterization programme in Baghlan.

Besides achieving the objectives drafted with the consensus of UNHCR and the MoRR, staff from both organizations were trained in the adopted approach. Approximately 10 MoRR staff, in rotation, participated in the registration process. This included an exhaustive residence-by-residence approach to identifying the degree of vulnerability of the remaining IDPs. In adherence to UNHCR and UNAMA guidelines, categorization of vulnerability and respective relief item needs was made as follows:

Table 5: Residual IDP families- vulnerability and needs

Vulnerability	Defining characteristics	Relief items	Number of families
category		distributed per family	
1	Lack of shelter, elderly,	NFIs, heating materials	465
	limited/ no income, large	(250kg of coal and 1	
	dependent family	stove), and 100 kg	
		wheat	
2	Lack of adequate	Heating materials	826
	shelter/severely dilapidated	(250kg of coal and 1	
	shelter, limited income	stove), 100 kg wheat	
3	Limited income, sound shelter	Heating materials	64
	structure, limited survival	(250kg coal) and 100	
	coping mechanisms	kg wheat	

Field assessment of places of origin

UNHCR has taken the lead role in assessing IDP places of origin and the potential sustainability of return. In conjunction with the updated registry of the residual caseload maintained by ACTED, these findings and ACTED's experience in the field will form the basis of further return initiatives envisaged for spring 2003 in coordination with the Return Task Force under the auspices of the UNHCR and UNAMA.

b) Provision of technical assistance to the local authorities in their assumption of responsibilities over IDP issues including the provision of relief items

Technical Assistance to Camp Managment

ACTED extended its management activities until it was felt that the MoRR was, through its on-going inclusion in decision-making mechanisms and survey activities, in a position to take on the responsibility. This was done in close consultation with all the parties involved including the MoRR and UNHCR.

ACTED continued its overall support program and management of the camp including several distributions for the residual case load in DKA. In accordance with the Protocol of June 2001 between ACTED and the Governor of Baghlan, the camp's management was handed over to the Governor of Baghlan on December 3rd.

ACTED committed itself to provide technical support to the local authorities in the assumption of their responsibility over the camp. This included the provision of NFIs and FIs to cover IDP requirements for the winter 2002/2003.

Provision of relief items

In consultation with local authorities, UNHCR and other agencies, ACTED identified the needs of those IDP communities still remaining for the forthcoming winter. Through the provision of this grant, ACTED transferred several families to DKA in response to the survey and assessment undertaken in October to November 2002.

Several proposals are currently under review for the purpose of providing residual IDPs with food and non food items this winter. The provision of food items shall be through a WFP grant whilst the provision of non food items shall be undertaken by UNHCR in coordination with ACTED. The precise details are currently being defined.

Table 6: Winterization Distributions

Items for distribution	Specifications and quantities to be distributed	Time horizon	Target population	Specifiations regarding distribution
Food item	50 kgs of wheat, 13.5 kgs of oil, and 8.3 kgs of CSB per month	4 months	1,500 families	ACTED commitment pending WFP project proposal
Non food items	Plastic sheets, tarpaulin and winterized clothes	2 months	1,500 families	UNHCR commitment on case - by- case basis
Heating materials	250 kgs of coal, 25 kgs of wood and stove	2 months	1,500 families	ACTED commitment (on case- by- case basis for stoves only)

B. Success stories

Hashim Mohammed Hassan originates from Dari Souf district in Samangan Province. He stayed with his family in Charshanbe Tipa in New Baghlan, a camp located an hour and a half away from Pul-i-Khumri city. Slightly over a year ago he had been compelled to leave his place of origin due to severe drought. He was identified as vulnerable in a survey conducted in late October 2002 and was to be relocated to Dashti Khoja Alwan early November:

"We live in poor conditions in Charshanbe Tipa. There is no shelter as you can see and we do not have enough materials for the winter. In the past and most recently this September we have been assisted by ACTED in the provision of wheat, oil and CSB. We could have left late this summer, yet the time was already quite late for the construction of shelters and it is uncertain as to what conditions we would return to now because of the drought. We ask of you to transfer us to Dashti Khoja Alwan."

Shams El Din is the representative of the Ministry of Repatriation in Baghlan. His office took part throughout the distribution of relief items to IDPs and in the process of return of the IDP community. Several of his field staff would actively participate in the return process, distribution and survey of the IDP residual community. These activities assisted his Ministry in assuming responsibilities over the IDP community and management of Dashti Khuja Alwan:

"Of the NGOs in the area, ACTED has proven to be invaluable in dealing with issues concerning the IDP community and in the general assistance provided throughout this year. This was particularly the case with the return process of over 4,700 IDP families and the distribution of relief items to over 6,000 families. ACTED's management of Dashti Khuja Alwan throughout this period – and continued assistance - has greatly assisted us in dealing with IDPs and in the activities we have now assumed."

C. Unforeseen circumstances and lessons learned

Original assumptions	Unforeseen circumstances	Remedies found	Adjustments made	Lessons learned
Return process would be as planned	Delays in the return process created delays in the survey of residual cases	Surveys started in mid October	An extensive survey was conducted tackling various issues at once to determine vulnerability	Planning for flexibility is key
Provision of Technical Support to MoRR	Limited capacity of the MoRR to assume camp management	Extension of camp management in consultation with UNHCR and MoRR	MoRR's assumption of camp management with ACTED provision of NFIs and FIs	Clarify commitments from the onset



The Dashti Khoja Alwar (DKA) camp under a blue sky

Resource Use and Expenditures

What resources have been committed?

A. Summary of resources committed

See financial report.

B. Linking resources to program objectives

See financial report.

C. Analysis and justification

1. Change in the price of coal

Each beneficiary received 200 kgs of coal. Due to the higher than expected price of coal, only 1,888,852 kgs of coal was procured - enough to distribute to 9,140 families in Hazar Bagh manteqa, Khoja Ghar district (in lieu of the 10,000 originally planned).

2. Decrease in transport costs for relocation of IDPs

The 26 movements of IDPs required 65 convoys in vehicles provided by IOM. Hence, ACTED relied on IOM for the transportation of the relocated IDPs – which explains the unexpected decrease in costs. Each convoy ranged from a hundred to a few thousand people. The convoys returned IDPs to 13 provinces throughout Afghanistan: Badakhshan, Baghlan, Balkh, Faryab, Jawzjan, Kabul, Kunduz, Kapisa, Parwan, Samangan, Saripu and Takhar (see Annex 3 for a detailed breakdown of the 26 movements undertaken).

3. Increase in HR costs – particularly of guards

Given the precarious situation of the IDPs as victims of the Taliban expansion, and the particularly vulnerable situation of a dozen of families with a well-founded fear of persecution, security in the camp was maintained tightly by guards. See Annex IV for a detailed view of the ethnic balance and diversity, by provincial origin, of the camp's population. Thanks to the guards' presence, no security incident occurred.

What is the current financial status?

A. Financial table

See financial report.

B. Problems, delays, obstacles

There were some delays throughout the implementation of the activities, which have been discussed throughout the report. However, these had no major financial repercussions for OFDA/USAID. See Annex I for further details.

C. Remedies and solutions

In order to ensure the realization of the project's fundamental objectives, the initial formulation of activities were adapted to changed circumstances and beneficiary needs, particularly with regard to the return process and the handover of the camp management. In the end, the delays ensured that all of the programme's objectives were met in a sustainable manner.

Moving from Relief to Development

How does the program fit into governmental priorities?

One of the government's main priorities has been to find sustainable solutions to the IDP issue. Whenever possible, the favored approach has been to ensure their sustainable return to places of origin. Pul-I-Khumri and New Baghlan have been major settlement centres for IDPs over the last few years. Another main item of the government's reconstruction agenda is developing the institutional capacities of governmental departments at the national and local level. Due to their limited financial resources and logistical capacities, local authorities in Baghlan have continually struggled to cater sufficiently for these most vulnerable communities without compromising the still considerable needs of the local population.

Thus the program fitted in closely with government priorities in two ways: its assistance to the IDP population in Baghlan, and, its institutional capacity building of the local offices of MoRR. The programme has supported the most vulnerable IDPs in Baghlan through successive relief distributions and the management of the DKA camp. And through managing the logistics of the return process and securing the necessary return packages for its sustainability, the programme has laid the groundwork for these families' social and economic reintegration. The resources of local authorities have been spared for the resolution of other local issues whilst their institutional capacities have been developed to assume responsibility for managing the remaining IDP population.

Is the program's impact being maximized through strategic coordination with other actors?

The program's success relied on a high degree of coordination with various agencies throughout its implementation. This proved to be fundamental in so far as that all activities were dependent on the effective communication and cooperation between a diverse group of actors. Strategic coordination was an ongoing process amongst local authorities, NGOs and UN agencies in Baghlan, Mazar and Talogan.

Camp management & provision of relief items

Establishing the DKA camp itself involved a high degree of coordination between various organizations. Following MoRR's endorsement (under the Taliban government) of the establishment of the camp, the ministry and UNAMA identified its location and assumed responsibility for security. Though the camp's overall management was taken on by ACTED, other NGO's assisted with its construction and ran facilities related to water and sanitation.

With ARAD, the Swedish Development Committee constructed 24 wells for the provision of adequate water throughout the camp. Two doctors from Medecins Sans Frontieres ran a day clinic. MSF remained throughout the period of the camp's extension to ensure that adequate health facilities were provided to the displaced community.

In addition to different NGOs providing facilities relating to health and hygiene, coordination was equally important with those organizations providing food and non food relief items.

Return process of IDPs & residual caseload

Sound coordination was also essential for the return process of IDPs in DKA and those throughout Pul-I-Khumri and New Baghlan. The return process of IDPs called upon the involvement of IOM, WFP, MoRR and UNHCR for various parts of the operation including surveys, information campaigns, provision of return packages and the actual transport.

The survey of residual vulnerable IDP communities was done in coordination with MoRR and UNHCR. Extensive dialogue was maintained with these organizations throughout the survey to decide on the best criteria for determining degrees of vulnerability and the appropriate response.

How does the program fit into long-term development priorities?

The programme's goal was essentially to provide emergency assistance to IDPs in Baghlan province. The province has been specifically targeted due to the high levels of IDPs located in Pul-I-Khumri and New Baghlan. These communities were identified as vulnerable under the Taliban government and the current Transitional Government.

The gradual resolution of the IDP situation in Baghlan provided considerable assistance to the long term priorities of the current development paradigms for Afghanistan. This consisted of assistance to: displaced communities in DKA and IDPs returning to their places of origin.

Essential in the implementation of this programme was the training of national staff of ACTED and other actors, such as MoRR, to enable them to address similar complex emergencies in the future. The national staff were fundamental to the success of the project in various areas, from camp management to exhaustive surveys. Female staff were also crucial for various aspects of the project, particularly as community mobilisers and as surveyors - in view of the cultural context.

The infrastructure project in northern Takhar addressed the need to facilitate sustainable return through livelihood revitalization and the longer term benefits of rebuilding this key transport link. The rehabilitation of the road, crossing 7 densely populated districts in northern Takhar and connecting with Badakhshan, improves access to and throughout the region. It has reduced travel time and costs, and in doing so, will contribute to boosting the local economy in the long term.

How does the program help to prevent natural and man-made disasters?

ACTED, in coordination with IOM, UNHCR and UNAMA, carried out assessments in the locations in which the IDPs were to return to, to ensure that conditions were suitable to prevent secondary displacements and further suffering. Assistance was given to IDPs in the form of return packages to further aid this process.

In addition, the rehabilitation of the Chah- ab- Yangi Qala road will facilitate the delivery of humanitarian assistance to any future crises in the region.

The assistance provided to DKA camp and the 24 other identified camps in Baghlan was crucial for IDPs to survive the prevailing circumstances. The involvement of the local authorities and various agencies has provided the capacity for a cooperative framework that will be able to tackle similar crises in the future. This is particularly important due to the fragility of the infrastructure and the vulnerability of the population.

Annex 1: Overview of indicators per objective

Objective 1							
a) Management of a car	mp of 1,500 IDP families in Bagl						
Indicators	Targets	Accomplishments	Reason for Non- accomplishments				
CM1 Number and type of services	Number of structures and services established	100%	N.A.				
CM2 Number of people relocated to the camp	Relocation of 1,500 families to the Dashti Khoja Alwan	90%. 1,349 were relocated to Dashti Khoja Alwan Camp	In view of the operational constraints following September 11 th it proved difficult to continue the transfer of IDP communities. In addition 82 families were located in close proximity to Dashti Khoja Alwan and were assisted throughout this period				
CM3 Timeliness and quality of reporting	Quarterly reports on the progress of the project	Most reports done	Repercussions of September 11 th 2001				
SS1 Number and % of target population under shelter.	Providing adequate shelter	100%	N.A.				
WS1 Number of Pit latrines and wells completed	Provision of adequate latrines and wells	50 wells (UNICEF & SCA) 195 latrines (ACTED) 198 bathrooms (ACTED)	N.A.				
WS2 Average personal water consumption	Provision of adequate levels for water consumption	The wells provide an average potable water of 70 to 100 litres per family per day	N.A.				
WS3 Average distance to fetch water	Provision of adequate access to water	The average distance to fetch water is 100 meters	N.A.				
WS4 Number & percentage having access to drinking water	Providing complete coverage of water needs	100% of the target population has access to water	N.A.				

Indicators	Targets	Accomplishments	Reason for Non- accomplishments
WS5 Number & percentage of people in target population with access to adequate sanitation facilities	Providing complete coverage of sanitation facilities for camp population	100% of the target population has access to basic latrines and bathroom facilities	N.A.
WS6 Number and percentage of women having access to adequate sanitation facilities	Providing complete coverage to female headed household to adequate sanitation	100% of female households have access to adequate sanitation facilities	N.A.
b) Provision of heating	materials to 10,000 returning ID	P families in Takhar	
HM1 Number of people provided with one month reserve of coal during the winter	Provision of coal for 10,000 IDP families returning to Takhar. Each beneficiary received 200 kgs of coal.	1,888,852 kgs of coal was procured. This coal was distributed to 9,140 families in Khoja Ghar district, Hazar Bagh manteqa.	Fluctuations in the price of coal entailed that coal was procured for 9,140 families
c) Rehabilitation of key	infrastructure in areas of return	of IDPs	
IR1 Access Improvement	Rehabilitation of Chah Ab – Yangi Qala road, Takhar	30.3 kms of road have been levelled and gravelled; and 14 culverts, 2 overflows and 1 arch bridge constructed	Some delays were incurred due to difficulties in addressing FoodAc components of the project
Objective 2		Ţ.	
		the return process of registered IDPs of	
RB1 Number of IDPs returned from DKA Camp and other camps located in Pul-I-Khumri, Baghlan	5,718 IDP families registered in May 2002	place of origin	There were severe delays due to financial constraints faced by IOM and constraints in provision of packages by IOM, UNHCR, and WFP Figures fluctuated for a number of reasons; general absenteeism, significant delays in return process, lack of genuine intent to return
RB2 Number of convoys undertaken in logistical support to IOM	Convoys conducted by ACTED in coordination with UNHCR and IOM	65 convoys through the identification of registered IDPs in various locations in New Baghlan and Pul-i-Khumri	Significant delays took place in a number of cases as referred to above

Indicators	Targets	Accomplishments	Reason for Non- accomplishments
b) Provision of relief ite	ems to all registered IDPs prior to	o their departure in conjunction with a p	project supported by WFP
DE1 Quantity of food items distributed	Provision of 50 kgs of wheat, 8.3 kgs of CSB and 3 cans of oil per family (WFP contribution)	These included 310.45 MT wheat and 54.3 MT CSB provided by WFP, and 101.26 MT cooking oil provided by ICRC.	There were significant delays in the delivery by WFP of the wheat and CSB for Baghlan IDPs
DE2 Number of beneficiaries	6,397 IDP families	6,227 families received food items	The distribution took a considerable amount of time in view of the various locations of the IDP community and logistical difficulties that this entailed. Absenteeism was also noted
c) Extension of manage	ement of DKA camp for the dura	tion of the return process	
ED1 Number of IDPs returned and remaining ED2 Beneficiaries of	Of 1,349 families in Dashti Khoja Alwan, 150 families did not intend to return Remaining IDPs in return	1,199 families were returned under the ACTED/IOM convoys leaving a residual caseload of approximately 150 families Five distributions would take place in	In view of difficulties confronted by IOM and other agencies, there were significant difficulties ring that by October only 151 families remained in the camp Significant delays in the arrival of food items from WFP
Distribution	process: 1,465 families identified and targeted	June, July, August, September and October	delayed distributions of necessary food items. Successive distributions would take place in view of the camp's food requirements in consultation with MSF and in view of the delays in the process of return
ED3 Transfer of Management	Transfer of management to be retained by the Ministry of Refugees and Repatriation	Several consultations would take place between ACTED and the MoRR	The extension of the camp was progressively extended as the return process was delayed and UNHCR and the MoRR in consultation with ACTED arrived at a solution to the issue of Dashti Khoja Alwan's fate
Objective 3			
			elled to remain in Pul-I- Khumri, Baghlan
PA1 Survey of IDPs & assessment of places of origin	Survey of residual vulnerable IDPs	This was finalized with the identification of 1,355 IDP families at the end of the survey in early November 2002	Delays were encountered in view of delays in the return process. Initial intentions to assess places of origin were assumed by UNHCR as of June 2002
PA2 Identification of IDPs as needing assistance	Assessment of winterization for IDP community	Residual IDP community was categorized according to their vulnerability	Delays were encountered as mentioned above

items Indicators	Targets	Accomplishments	Reason for Non- accomplishments
TL1 Identification of needs and protection issues of remaining IDPs	Coordination with UNHCR and the MoRR regarding residual caseload	Consultations with MoRR regarding circumstances besetting IDP community in Baghlan.	NA .
TL2 Implementation of durable solution strategy	Provision of assistance in the local authorities assumption of responsibilities concerning IDPs	Extension of ACTED's management of DKA and return process of residual IDPs until the MoRR were able to assume responsibility in December 2002	ACTED continued its management of camp until such point that the MoRR were able to assume this position. ACTED resources funded this extension
TL3 Number of beneficiaries of relief items for residual caseload	Provision of NFIs and FIs for residual caseload	Distributions in Dashti Khoja Alwan for 2002/2003 winterization including commitments made for provision of heating materials and food items for IDPs in Baghlan	N.A.

ANNEX 2: Dashti Khoja Alwan & other IDP communities in Pul-I-Khumri & New Baghlan Districts

		# of			
No	Camp name	families	# of individuals	Location	Living Conditions
1	Doshti Khowja Alwan and beside DKA	1,464	6,580	Khowja Alwan	Shelter and tents
2	Char Shanbe Tepa (Kunduz Tipa)	336	1,528	(Old Baghlan)	Provisional Mud shelter
3	Spinzar Shari kona	431	2,282	(Old Baghlan)	Provisional Mud shelter
4	Jawhar tipa	55	298	(Old Baghlan)	Provisional Mud shelter
5	Hassantall	26	148	(Old Baghlan)	Open area
6	Karkar (Club, Mokhbrat, out of Karkar, & Karkar Jadid)	886	4,556	(New Baghlan)	Mud shelter in open area
7	Firqa Beest (Quli Jindak, Spinzar Fabriqa)	196	1,069	Baghlan Sanati	Provisional Mud shelter
8	Pozi Eshan	34	177	Baghlan Sanati	Provisional Mud shelter
9	Jerkiskan	21	109	Baghlan Sanati	Provisional Mud shelter
10	Surkh kotal	22	115	Pul-i-Khoumri	Provisional Mud shelter
11	Qaria saqi (Kona Masjid, Bagh Shamal)	136	546	Pul-i-Khoumri	Provisional Mud shelter
12	Bazar Postak	39	197	Pul-i-Khoumri	Provisional Mud shelter
13	Arab tipa	64	397	Pul-i-Khoumri	Mud shelter in open area
14	Chape Daria	262	1,273	Pul-i-Khoumri	Shelter
15	Pohantoon and out of Pohantoon	699	4,000	Pul-i-Khoumri	Shelter
16	Qul Urdo	81	430	Pul-i-Khoumri	Shelter
17	Kamishnari	61	317	Pul-i-Khoumri	Shelter
18	Leceey Naswan & out of Leceey Naswan	318	1,829	Pul-i-Khoumri	Shelter
19	Hangara	233	1,217	Pul-i-Khoumri	Warehouse and mud shelter
20	Godam Safid	64	397	Pul-i-Khoumri	Shelter
21	Shamarq	142	874	Pul-i-Khoumri	Open area
22	Pipeline	135	727	Pul-i-Khoumri	Provisional Mud shelter
23	Kilagi	404	2,346	Pul-i-Khoumri	Provisional Mud shelter
24	Doshi	55	400	Doshi	Shelter
25	Qaway kar	193	941	Pul-i-Khoumri	Provisional Mud shelter
Total		6,397	32,753		

ANNEX 3: Return Process of IDPs

Movement #	# of families	# of individuals	Province	Locations	Return p	ackages	Date of movement
					IOM	UNHCR	
1 th	29	135	Takhar	Centre	29		19/07/2002
	9	26	Badakshan	Centre	9		
	3	12	Kunduz	Centre	3		
	40	183	Kunduz	Dashti Archi	40		
	4	15	Kunduz	Emam Saheb	4		
	91	525	Baghlan	Khoste Ferring	91		
2 th	180	825	Baghlan	Nahrin	180		23/07/2002
3 th	144	610	Baghlan	Nahrin	144		25/07/2002
4 th	125	574	Baghlan	Andarab	125		26/07/2002
	27	112	Baghlan	Nahrin	27		
5 th	54	244	Baghlan	Nahrin	54		28/07/2002
	74	290	Baghlan	Burka	74		
6 th	95	404	Samangan	Darisouf, Robotak, Hazrat Sultan	95		29/07/2002
7 th	42	187	Samangan	Centre	42		30/07/2002
8 th	98	429	Faryab	Shrin Tagab & Centre	98		01/08/2002
	2	11	Jawzjan	Centre	2		
9 th	12	59	Kabul	Centre	12		02/08/2002
10 th	8	40	Baghlan	Burka	8		19/08/2002
	8	43	Baghlan	Khoste Ferring	8		
	172	857	Baghlan	Nahrin	172		
	47	304	Baghlan	Andarab	47		
	162	876	Baghlan	Jelga	162		

Movement #	# of families	# of individuals	Province	Locations	Return	packages	Date of movement
					IOM	UNHCR	
11th	341	2001	Parwan	Centre, Bagram, Gulbahar, Jabul Saraj Shikh Ali	341		25/08/2002
12th	607	2870	Parwan	Centre		607	27/08/2002
13th	240	1140	Kabul	Centre	240		27/08/2002
	107	390	Faryab	Centre		107	28/08/2002
14th	101	491	Samangan	Sarbagh, Khoram, Dari Suf, Centre		101	03/09/2002
15th	74	312	Balkh	Albruz, Shulgar, Aqcoprok, Centre		74	05/09/2002
16th	81	356	Balkh	Shulgar, Aqcoprok, Darzab		144	09/09/2002
	63	277	Jawzjan	Darzab			
17th	161	826	Sari Pul	Sang Charak, Centre		161	11/09/2002
18th	236	1162	Sari Pul	Center, Sang Charak		236	15/09/2002
19th	26	125	Bamyan	Centre		26	16/09/2002
20th	382	1845	Sari Pul	Shiram		382	18/09/2002
21st	322	1568	Samangan	Darisouf		322	22/09/2002
22nd	243	1360	Parwan	Center, Jabulsarag, Bagram, Ghorband, Salang		243	23/09/2002
23rd	93	486	Kapisa	Nejrab, Centre, Gulbahar, Tagab		93	03/10/2002
24th	24	151	Kabul	Centre		24	07/10/2002
	5	28	Takhar	Centre		5	
	3	15	Kunduz	Centre		3	
	27	147	Badakshan	Centre		27	
25th	121	692	Baghlan	Andarab		121	14/10/2002
26th	94	521	Baghlan	Nahrin		94	21/10/2002
Total	4777	23524	_		2007	2770	

615

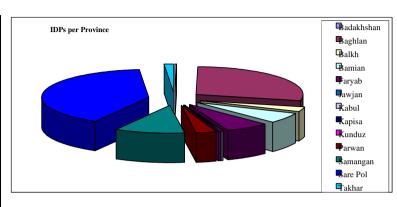
735

1355

N° of families

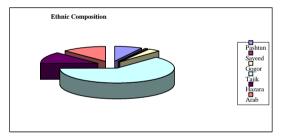
Survey of Vulnerable Displaced Community, Baghlan Province

S# Province	Families	Percentage
1 Badakhshan	28	2.07
2 Baghlan	178	13.14
3 Balkh	16	1.18
4 Bamyan	163	12.03
5 Faryab	36	2.66
6 Ghazni	9	0.66
7 Herat	4	0.30
8 Jalabad	2	0.15
9 Jawzjan	11	0.81
10 Kabul	61	4.50
11 Kapisa	18	1.33
12 Kunduz	30	2.21
13 Logar	3	0.22
14 Parwan	254	18.75
15 Qandahar	1	0.07
16 Samangan	294	21.70
17 Sairpul	177	13.06
18 Sherbinghana	3	0.22
19 Takhar	56	4.13
20 Urzigan	7	0.52
21 Wardak	4	0.30
Total	1355	100.00



Drought and Conflict affect	ed IDPs
	Drought Related Displacment Conflict Related Displacment

Ethnic Composition	N° of families
Pashtun	99
Sayeed	12
Gogor	40
Tajik	804
Hazara	163
Arab	161
Uzbek	76
Total:	1355



Basis for Displacement

Drought Related Displacment

Conflict Related Displacment

ACTED Pul-i-Khumri